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ABSTRACT

THIS BOOKLET IS THE PRODUCT OF A SMALL BUT DIVERSE GROUP OF PARENTS AND PROFESSIONALS WHO CAME TOGETHER TO TRY TO ALLEVIATE THE PROBLEMS POSED BY THE ESCALATING STRUGGLE FOR POWER IN THE SCHOOLS. THEY HOPE THAT THROUGH PARENT-IMPLEMENTED FOLLOW THROUGH PROGRAMS, DISCCNTENTED MEMBERS OF THE COMMUNITY CAN BE MADE TO FEEL THAT THEY HAVE A SIGNIFICANT ROLE IN THE SCHOOLS' DECISION MAKING PROCESSES. FCLLCW THROUGH IS EXPLAINED AS AN EXTENSION OF HEAD START AND THE BOOKLET RELATES SOME OF THE WCRK OF THE NEW JERSEY WORK-STUDY CCNFERENCE WHICH PRCPCSED A PLAN FOR PARENT INVOLVEMENT. A TENTATIVE FRAMEWORK FOR EDUCATIONAL DECISION MAKING IS PROPOSED, WITH EMPHASIS CN MAKING PARENTS FEEL THAT THEY SHARE IN THE POLICY MAKING PROCESS AND ON CASTING PROFESSIONALS IN A LIAISCN ROLE. A PHASE-BY-PHASE OUTLINE OF THE PLAN IS INCLUDED WHICH SHOWS HOW VARIOUS DETAILS CAN BE HANDLED, FROM BUDGET AND FACILITIES TO PERSONNEL AND CCMMUNITY RELATIONS. (MH)

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PLANNING PARENT-IMPLEMENTED PROGRAMS

A Guide for Parents, Schools and Communities

Report of the New Jersey State Department of Education
Work-Study Conference on
Parent-Implemented Follow Through Programs

State of New Jersey
Department of Education
Office of Federal Assistance Programs
225 West State Street
Trenton 08625

PS 002669

Carl L. Marburger
Commissioner of Education

...One broad consequence of the future is clear: Mass education and mass communication are pushing us toward direct, participatory democracy in the schools, and Follow Through and Head Start are the best opportunities available up to this time.

Carl L. Marburger
Commissioner of Education

AERA Symposium
February 6, 1969

Report Prepared by
FLORENCE P. FOSTER
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The work presented herein was performed pursuant to a Follow Through State Technical Assistance Grant from the U.S. Office of Education, Department of Health, Education and Welfare, to the New Jersey State Department of Education. However, the opinions expressed herein do not necessarily reflect the position or policy of either the U.S. Office of Education or the New Jersey Department of Education, and no official endorsement by either agency should be inferred.

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To the several consultants who participated on a more limited basis as well as a number of reader-reactors, the Office of Federal Assistance is also appreciative.

The Chairman of the Work-Study Committee is particularly grateful to Mr. Louis A. Dughi, Director of the Office of Federal Assistance, for his wise counsel and ever-ready support.

Florence P. Foster
Coordinator, Early Childhood Education

TABLE OF CONTENTS

1 ACKNOWLEDGEMENTS

3 INTRODUCTION

- 3 Follow Through Programs
- 3 New Jersey Work-Study Conference

5 RATIONALE

- 5 Need for Parent and Community Participation in Educational Decision-Making
- 8 Definitions and Basic Premises

11 A FRAMEWORK FOR EDUCATIONAL CHANGE

- 11 Meaning of Parent-Implementation
- 12 Legal Aspects of Parent-Implemented Programs
- 14 The Policy Council
- 16 Suggested Functions of the Policy Council
- 19 Role of the Local Education Agency

21 ORGANIZING FOR ACTION

- 21 Planning Phases
- 28 Parents as Agents of Educational Change
- 30 Staff Training and Development
- 32 Joint Learning Opportunities
- 33 Special Considerations
- 34 Strategies for Securing Community Participation and Support

37 SUMMARY AND IMPLICATIONS

39 APPENDICES

- 39 Appendix I: Committee Members, Special Consultants, and Reader-Reactors
- 42 Appendix II: New Jersey Statutes
- 44 Appendix III: Role of the Policy Advisory Committee in All Follow Through Programs
- 45 Appendix IV: Three Models for a Policy Council
- 46 Appendix V: Parents as Agents of Educational Change: A Profile
- 48 Appendix VI: An Approach to Staff Development and Training Opportunities

INTRODUCTION

FOLLOW THROUGH PROGRAMS

Extension of Head Start

Follow Through is an innovative, nationwide program designed to reinforce and extend the gains made in full-year Head Start and other quality pre-kindergarten programs as children enter kindergarten and the primary grades. The program is funded by the Office of Economic Opportunity and administered by the United States Office of Education.

Comprehensive approach

Follow Through is a comprehensive program. It involves educational, medical, dental, nutritional, psychological and social services with particular emphasis on parent-community involvement.

Research and development

Legislation also requires that in its initial phase Follow Through should include a research and development component.

Program variations

Across the nation, a wide range of program approaches is in operation.

Instructional variations range from the very structured to those that are relatively unstructured and child-centered by comparision. Some programs have selected approaches which emphasize parent education. In several communities, responsibility for educational decision-making has been delegated to parents. This program variation is known as the Parent-Implemented Model.

NEW JERSEY WORK-STUDY CONFERENCE

Purpose

The New Jersey State Department of Education initiated a three-day Work-Study Conference and follow-up workshop for the purpose of conducting an exploratory study of Parent-Implemented Follow Through Programs. The intent was to begin to formulate suggestions for achieving a collective educational partnership which integrates the efforts of family,

community, and school in a Follow Through program and gives parents a true voice with decision-making powers in the process of education.

Publication

The conference participants (Appendix I) recognized not only the magnitude of the task, but also the need for a publication which could be of assistance to communities undertaking Parent-Implemented Follow Through programs.

Parental participation

To avoid perpetuation of the traditional practice of formulating recommendations from the top, twelve parents were included as full participants. Their feelings, concerns, and ideas received full attention and became the basis for much of the discussion and many of the suggestions which follow.

Complex task

The complexity of the problem is reflected in the diverse orientation of the participants and their own difficulty in reaching agreement despite common commitment to the concept of parent participation in policy decisions. It would be naive to expect any group to develop final solutions to a problem so immense as to challenge the best minds in the nation. Thus, what follows represents the thinking of a particular group, not all of whom can ascribe unequivocaly to every aspect as presented.

Suggestion, not prescription

It should also be noted that recommendations are meant to be suggestive only, since a program predicated on a process of parent-community - school decision-making carries with it a commitment to the development of policies by, and applicable in, one particular community at a particular point in time. The hope is that these ideas and suggestions can provide a basis, a taking-off point, for individuals and groups wishing to explore and develop a parent-implemented Follow Through program or, in the absence of Follow Through, parent participation in educational decision-making in their own communities.

RATIONALE

NEED FOR PARENT AND COMMUNITY INVOLVEMENT IN EDUCATIONAL DECISION-MAKING

There is a felt need on the part of many parents and other community people for a greater voice in decisions affecting the education of their children. It stems, as Wilcox[1] points out, from criticism of public education generally and minority group education in particular, and reflects:

Criticism of public education for minority groups

1. " The failure of the traditional middle-class school to effectively involve lower-class youth in the learning process.

2. The failure of quality integrated educational programs to take hold and sustain a record of achievement and expansion.

3. The excessive power which is placed in the hands of the professional as compared to his power in the middle-class communities where parent/community leaders are accorded more privileges.[2]

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1. Preston R. Wilcox, "The School and the Community," CAP School Seminar Papers (Trenton, N.J.: N.J. Community Action Training Institute, 1968), p. 13.

2. While the present movement for community control stems primarily from the failure of existing school systems to meet the needs of inner city children, many middle-class parents also feel they are without a voice in decisions affecting the education of their children. Suburban parents are perhaps received with more respect, but relatively few are actively involved in the educational process. Several committee members wished to make the point that the quality of parental involvement in urban and suburban schools is not that different. It is rather that the effect on the children is more dramatic in the ghetto community than in suburbia.

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4. The growing size of urban school systems, their changing student bodies, and their failure to effectively educate minorities.

5. The failure of the middle-class school to address itself to the social, political, and economic issues which deeply affect lower-class and minority youth."

Community school concept

Experiments in community control in connection with the New York City Board of Education decision to decentralize, particularly in the Ocean Hill-Brownsville, Two Bridges, and IS 201 demonstration school districts, are well known. However, the idea of a community school is not new. Since 1935 the Mott Foundation in Flint, Michigan has been advocating involvement of parents and other community members in furthering good education and recreation. During Fiorello La Guardia's administration, Leonard Covello established a community school in New York City to serve the special needs of Italian-Americans in the area. The basic philosophy underlying these schools is that the schools belong to the people, must be relevant to their needs, and should be of service to all of them.

"Team" approach

In actual practice, the parent-community-school "team" approach to education is still experimental and infrequently tried. Too often we merely pay lip-service to this important dimension. While acknowledging that parents need to pay a useful and viable role, even educators committed to this idea sometimes experience difficulty in defining what this role should be.

Consequences

Particularly in high poverty areas where the present system of education has proved grossly inadequate, the problem is greatly magnified by the hostility of many inner-city residents toward established institutions, including the school. The Report of the National Advisory Commission on Civil Disorders analyzes the situation:

Lack of accountability	"...The growth and complexity of the administration of large urban school systems has compromised the accountability of the local schools to the communities which they serve, and reduced the ability of parents to influence decisions affecting their children.
Distrust	Ghetto schools often appear to be unresponsive to the community, communication has broken down, and parents are distrustful of officials responsible for formulating educational policy.
Hostility; irrelevance	The consequences for the education of students attending these schools are serious. Parental hostility to the schools is reflected in the attitudes of their children. Since the needs and concerns of the ghetto community are rarely reflected in the educational policy formulated on a city-wide basis, the schools are often seen by ghetto youth as being irrelevant.
. . . . .	. . . . .
Polarization; loss of self-rectifying potential	The absence of effective community-school relations has deprived the public education system of the communication needed to overcome this divergence of goals. In the schools, as in the larger society, the isolation of ghetto residents from the policy-making institutions of local government is adding to the polarization of the community and depriving the system of its self-rectifying potential."[3]

3. Report of the National Advisory Commission on Civil Disorders, New York: Grosset and Dunlap, Inc. (Bantam Books), 1968, pp. 436-437.

Recommendations

It follows, therefore, that one basic strategy for improving the public school system should be expanded opportunities for parent and community involvement. The Commission recommended elimination of administrative obstacles to community participation and the adoption of "specific mechanisms for seeking the advice and consultation of students and parents."[4] It was further suggested that centralized control over the raising of funds and the maintenance of educational standards should be continued but that control of other aspects of educational policy should be decentralized. The local situation would determine the exact mix.[5]

Implementation complex

Implementation of the Commission's recommendations poses some problems. The solution is not simple. Elimination of administrative obstacles is the negative aspect. They need to be replaced by policies that facilitate the goal of community involvement.

Sound planning requisite

What seems to be needed is a workable conceptual framework for a parent-implemented Follow Through program with recommendations for desirable levels of involvement in each of these areas. The plan should be sufficiently flexible to permit adaptation within a local Follow Through district without jeopardizing the concept of parent-implementation or ignoring certain safeguards necessary to insure quality education.

DEFINITIONS AND BASIC PREMISES

Definitions

In order to establish a common base for communities contemplating a Follow Through program, the following definitions may prove helpful.

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4. Ibid., pp. 450-1.

5. Ibid., p. 451.

Parents - Natural or surrogates (substitutes) of the children who are receivers of the services provided by systems of education.

Community - Group of people living under the same laws within the same district, municipality, or section of a municipality and having certain interests, activities, and concerns in common; specifically, those persons who comprise, and thus influence, the child's basic environment or life space.

Representatives - Members who carry a message or action in behalf of an organization or body.

Public Schools - That institution or social system, maintained by public taxes, which provides free education to children and youth within a district.

Power - The ability to act effectively.

Implement - To provide with the means for carrying into effect or fulfilling.

Educational Change - Shifts and/or alterations in the social system (or insitution) established to provide services (roles and functions) of an educational nature (teaching and learning and general dispensation of knowledge and information) for others.

Catalyst - Substance which, when added to an existing mixture, tends to speed up reactions toward change.

remises

The discussion to follow is based on these premises:

1. Shifts and alterations and changes in the educational system are needed.

2. Change may be initiated from the inside or the outside or both.

3. Those who use the services (or their representatives) should be involved in decisions regarding shifts, alterations, and changes, in planning for them, and in their implementation.

4. Knowledge of what exists in the system and how it operates is essential before action is initiated by those charged with changing the system.

    a. Social systems (institutions) tend to operate to maintain themselves through regulations, patterns of comfort, and institutional life.

    b. Change may involve disruption of and discomfort to the institutional life.

    c. Change may involve conflict (not necessarily violence).

    d. Conflict can and should be creatively used and resolved.

5. Responsibility and accountability are involved in decision-making.

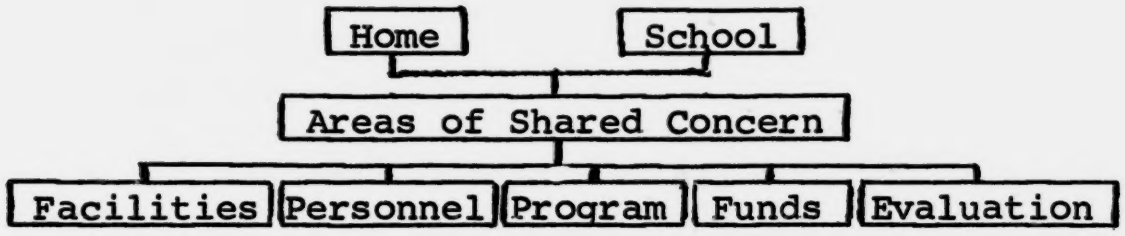
6. Persons in decision-making roles need to possess or acquire certain attitudes, understandings and skills.

A FRAMEWORK FOR EDUCATIONAL DECISION-MAKING

MEANING OF PARENT-IMPLEMENTATION

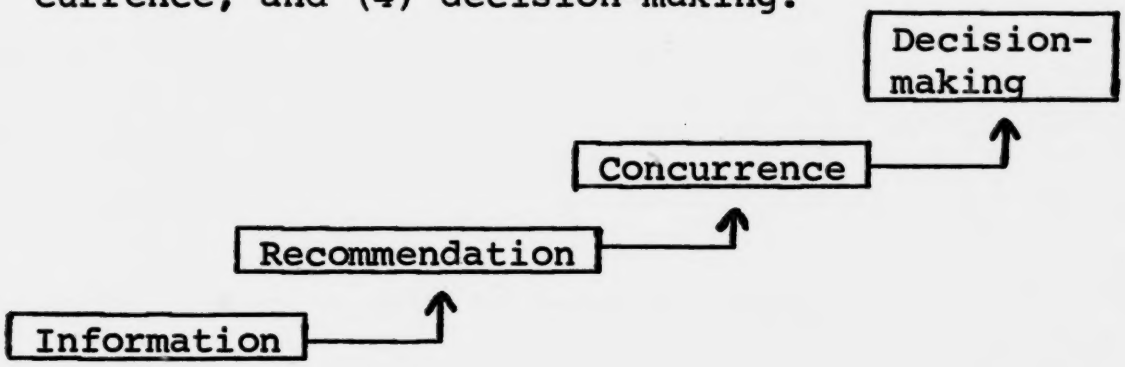
Shared concerns

All Follow Through programs are predicated on the concept of joint home-school responsibility and mutuality of goals. Areas of shared concern include, in varying degrees: (1) facilities, (2) personnel, (3) program, (4) funds, and (5) evaluation.



Levels of involvement

Levels of parental involvement in these matters exist along a continuum of: (1) information, (2) recommendation, (3) concurrence, and (4) decision-making.



Uniqueness of parent-implemented programs

Parent-implemented Follow Through programs differ substantially from other Follow Through models in that participation moves from the informational-advisory level to that of concurrence and ultimately to the level of decision-making with regard to educational policies.

As Wilcox[6] points out,

> "...Sharing of power is designed to build into the local community the skill and ability to develop and establish educational policy and to acquire the skills to measure the effectiveness of the educational program. On the other side of the coin is the opportunity it affords the staff to learn of the community's interests and goals and how to help it acquire the means to achieve them."

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6. Preston R. Wilcox, Op. Cit., p. 14.

Strong community control advocates consider certain powers to be irreducible if community systems are to work effectively. These are fiscal control, accountability, personnel, curriculum, textbooks, and construction.

Variations

However, different localities are likely to vary in their thinking regarding areas over which community parents should have exclusive power and those areas where shared power seems more appropriate. For example, the final decision in the choice of the Follow Through director might belong to the parents whereas determination of curriculum and site selection might be a shared power. It was suggested that communities may find it profitable to think in terms of primary, secondary, and shared responsibilities as they attempt to define roles and functions in the development of a parent-implemented program. Initial clarification of these responsibilities will help avoid potential conflict at a later time.

LEGAL ASPECTS OF PARENT-IMPLEMENTED PROGRAMS

Legal limitations

The federal government, states and municipalities may have legal restrictions which make certain aspects of a parent-implemented program inoperational. For example, existing State Board Rules and Regulations in New Jersey deem it impossible for local boards of education to relinquish responsibility for the expenditure and accountability of funds to any other group. It is important that parents understand such limitations prior to planning parent-implemented programs.

The restrictiveness of school laws, which place certain responsibilities upon the local district board of education and within which a program designed to enlist community participation would have to work, is not unique to New Jersey. Hence, New Jersey statutes and comments on case law are provided in Appendix II.

Cooperative arrangements

While laws may mandate that local education agencies retain control, those responsive to the concept of community participation can devise ways to provide the community with decision-making powers while staying within the law by committing themselves to accept the plans and recommendations of parents in carefully specified areas.

Example 1

The district board of education must make all appointments of personnel, yet one New Jersey board of education approved a plan for an experimental community school whereby a selection committee composed of parents, representatives of a community action agency, the board of education, and State Department of Education would recruit, interview and select three acceptable candidates for the position of education director (principal) from whom the board of education would then select one. All names submitted were acceptable, and final selection was turned back to the committee.

Example 2

The District of Columbia board of education has delegated a considerable degree of authority to the board of the Morgan Community School. The local board receives and manages the Follow Through grant. Title I monies to be invested in the program are managed by the downtown board but are allocated as desired by the local board. Finally, by agreement, the local board also controls and manages maintenance of effort for the school.

Example 3

In the case of the Geneva, Arkansas parent-implemented Follow Through program, the State Department of Education provided much help and support in reaching agreement. Consequently, parents of children in the program are exercising a substantial degree of control over funds and the hiring and retention of school personnel, according to U.S. Office of Education staff.

Example 4

Similarly, in Greeley, Colorado sufficient responsibility for decision-making powers has been delegated by the board of education to qualify this program as a parent-implemented model.

Example 5

The other public school district funded for a Follow Through parent-implemented program in fiscal year 1969 is Philadelphia. At Harrison School, site of the program, the principal is so responsive to and so much a part of the community that the program evolved not from community dissatisfaction but from the quality of parent-school-community co-operation and rapport that already existed.

"Law of experimentation"

School-community cooperation holds hope for parent-implemented programs until changes in school law are enacted. Under the law of experimentation ways frequently can be found to try out such programs. Meanwhile, the

Review of statutes and regulations

State Legislature and State Board of Education can be requested to examine the statutes and regulations and study ways to amend the legal structure so as to give parent groups the authority needed for effective operation of community schoools while maintaining the necessary safeguards over educational standards and public funds.

THE POLICY COUNCIL

Follow Through guidelines require a Policy Advisory Committee and outline minimum responsibilities for this committee in the management of all Follow Through programs (Appendix III). To qualify as a parent-implemented program, however, it is recommended that the word "advisory" be deleted and that powers of parents be strengthened.

Decision-making body

In lieu of the Policy Advisory Committee, a Policy Council can provide the structure necessary for decision-making in these programs.

Composition

The Policy Council should consist of Follow Through parents, elected to serve as the chosen representatives of all the parents in the program. In addition, representatives of various agencies and major community groups (public and private), business and industry, local neighborhood professional organizations, which have a continuing concern for children of the poor and can contribute to the development of the program, as well as school staff may be included, but should constitute a minority of the total Council. Professional and non-professional Follow Through staff members and other school personnel, serving as non-voting members or as consultants to the Council, would provide a valuable resource. However, participation should be by invitation, not intrusion.

Parents or their designated representatives should determine the optimum size and composition of the Council, identifying those persons from the school and community who are most relevant to the lives and needs of their children. A formula can be worked out to allow mechanically for a sub-system which reflects the composition of the community as the children's basic environment. The composition of the Policy Council would probably alter as needs change.

Three alternative models for the formation of a Policy Council were suggested by one of the community representatives, on the Work-Study Committee. These comprise Appendix IV.

Sub-Committees

Sub-committees of the Policy Council, in a variety of areas (such as finance, personnel, curriculum, health, housing, grievences, parent activities, community relations, career development, and evaluation) are essential for a strong program and meaningful involvement. These sub-committees should include some parents who are not members of the Policy Council and non-parent representatives with the advice and approval of parents.

One parent-community representative on the Work-Study Committee suggested certain staff persons should be included on these sub-committees. For example:

Curriculum - Principal
Health - Nurse
Finance - Principal or Board Secretary (treasurer)
Parent activities - Parent Coordinator

Relationship to parent groups at the center level

The Policy Council should receive and act on recommendations of parent groups or committees at the level of the individual center and/or classroom. Active parent committees at each center should establish minimum levels of recommended parent participation. Furthermore, Policy Council meetings must be open to all parents, and the minutes of such meetings made available to parent groups at the center or classroom level. All participants need to be kept fully informed. Suggestions and recommendations for program changes made at the center level should be primary determinants for Policy Council action.

SUGGESTED FUNCTIONS OF THE POLICY COUNCIL

The standard Follow Through guidelines, which relate to Policy Advisory Committees (Appendix III), should be amended and expanded for parent-implemented programs. It is suggested that they might read as follows:

Functions and responsibilities

The Policy Council shall perform meaningful functions in all decisions relating to the management of Follow Through programs.

The Council's relationship to its staff would be similar to that of the school board's relation to staff, that is, the Council can choose to delegate responsibilities, or solicit recommendations, in the areas listed. Parents or their designated representatives shall assume, among other functions and responsibilities, those detailed below:

Proposal preparation

1. Proposal Preparation

   a. Develop, give approval to, and submit the Follow Through application.

Budget

2. Budget

   a. Prepare and approve the budget; make decisions about the disbursement of funds and authorize check issuance.

Personnel

3. Personnel

   a. Establish the criteria for the selection of staff, recognizing state and local regulations on certification where applicable, and recommending changes in such regulations where deemed desirable.

   b. Recruit and select personnel to be appointed in accordance with state and local regulations governing employment of staff of the board of education and determine their retention within due process as required by law.

   c. Develop personnel policies in accordance with state and local regulations, requesting exceptions and/or changes in said regulations where necessary.

Program

4. Program

   a. Prepare and approve program goals in all areas - health, nutrition, psychological and social services, and education.

   b. Determine program priorities.

   c. Approve the educational program.

d. Initiate and move on suggestions and ideas for program improvements.

e. Hear, process, and take appropriate steps to resolve complaints on the program.

Facilities; equipment

5. Facilities and Equipment

a. Select school facilities from among those available or others which meet minimum state standards.

b. Plan and supervise program operations, including construction and repairs within the limits of the available allocation.

c. Approve the selection and purchase of equipment, textbooks, and other instructional materials.

Child and parent involvement

6. Child and Family Involvement

a. Determine the selection process of children for the program, consistent with Follow Through guidelines.

b. Conduct pupil recruitment.

c. Assume primary responsibility for communicating with parents and encouraging their full participation in the program.

d. Organize activities for parents relevant to their expressed interests and needs.

Community relations

7. Public Relations

a. Link Follow Through families with others in the community.

b. Recruit volunteers for the program and mobilize community resources.

c. Serve as a bridge to public and private organizations.

d. Represent the parents, professional organizations, and public agencies involved in the program.

Evaluation

8. Evaluation

a. Conduct on-going evaluation of all aspects of the program, in cooperation with staff and, at least once annually, share this evaluation with appropriate groups.

b. Prepare and carry out formal recommendations for improvement.

ROLE OF THE LOCAL EDUCATION AGENCY

e-definition
f role

It is not suggested that educators abdicate their role as professionals. With them should remain the primary responsibility for identifying and describing alternative approaches and techniques in curriculum implementation. Trained professionals as well as para-professionals and volunteers are needed to carry on the program as developed. However, their roles should be restructured so they may become "enablers" rather than authority figures. By establishing rapport and obtaining the confidence of the community, parents will come to respect the views of educators and value their expertise in matters where these count.

nctions

The successful planning and implementation of a parent-implemented model will depend in large part on the extent to which educators can and will:

1. Release the leadership potential of the community.

2. Collaborate dynamically with parents, as needed, in all aspects of program planning and implementation.

3. Serve as catalysts for responsible change.

4. Seek continued participation and increased levels of involvement.

5. Interpret sound educational policy.

6. Help identify needs and resources.

7. Provide resource personnel and consultant help as needed and requested.

8. Assist parents to gain those skills necessary for success.

9. Share in school building site selection.

10. Work through channels to secure facilities, equipment and supplies.

11. Clarify state and local regulations and work to diminish the effect of regulations that are barriers to effective participation in decision-making by parents and the development of a quality program.

12. Provide knowledgeable and cooperative representation on the Policy Council and sub-committees as needed.

13. Respond with sensitivity and understanding to the ideas of parents and plans formulated by the Policy Council.

14. Suggest constructive modifications and approve the Follow Through proposal.

15. Provide vision for the development of the best possible program for the education of children.

16. Implement the curriculum decided upon with skill and professional integrity.

17. Share in developing on-going assessment and comprehensive, impartial evaluation and reporting.

ORGANIZING FOR ACTION

PLANNING PHASES

The essence of a parent-implemented Follow Through model is the interrelationship of parents and school people working cooperatively for the explicit purpose of providing a program that meets the unique needs of children after a full year of Head Start or preschool experience. It is obvious that no ready-made plan can or should be delineated. What follows, therefore, is a tentative guide that would involve parents at the embryonic stage and help communities as they initiate the process of planning.

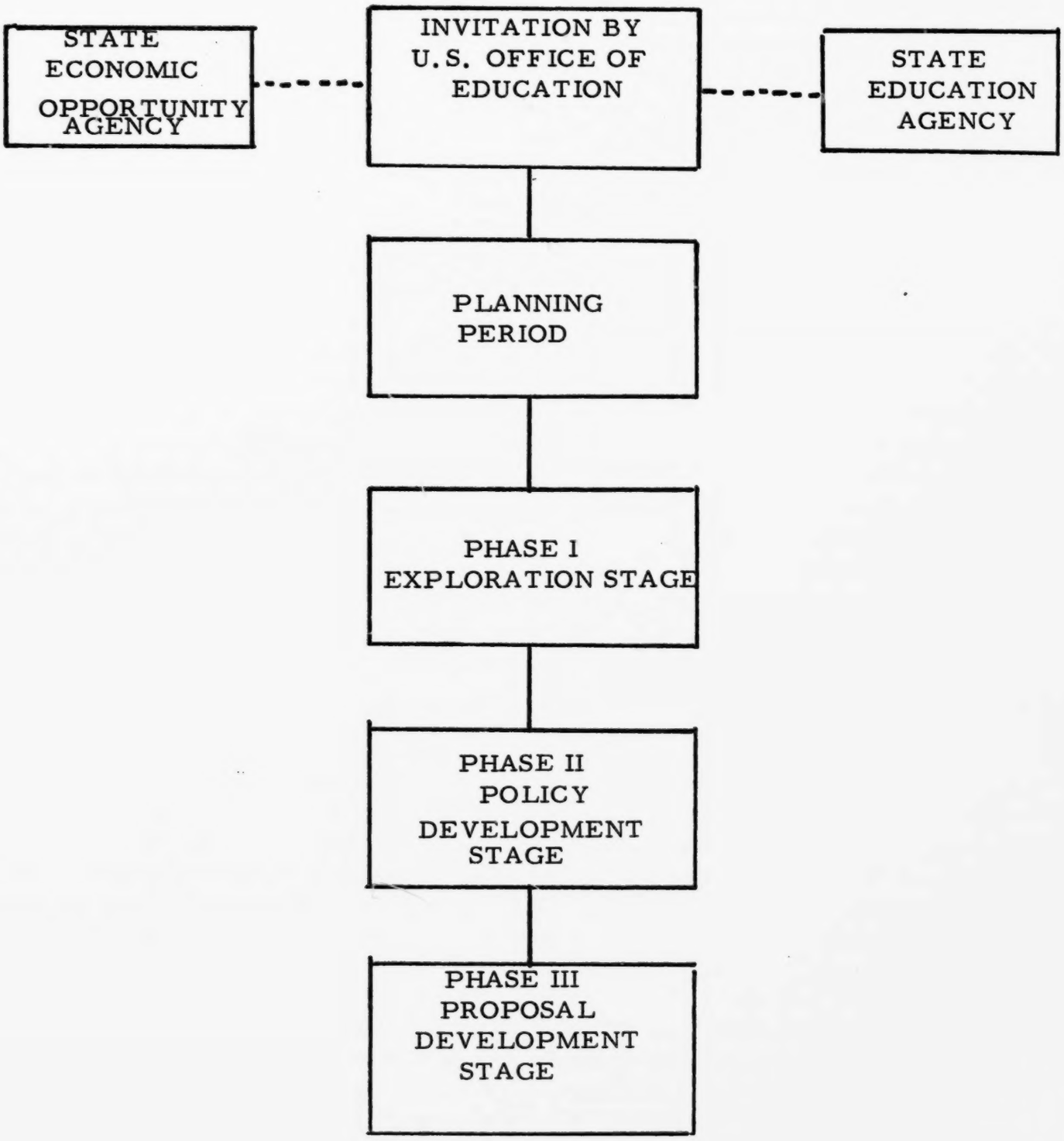
First phase

1. Exploration stage

   a. Upon invitation from the U.S. Office of Education, the local education agency, the local community action agency, and community and parent representatives consider the need for a Follow Through program. From the first, different levels of relationships are brought together and then continued throughout the entire planning period.

   b. An open meeting is held to provide an opportunity for the entire community to explore the possibility of initiating Follow Through. Special effort should be made to involve Head Start parents from the Head Start Policy Advisory Committee, other low-income families, parent groups, school administrators, teachers, and other individuals and community groups with an interest in problems of the poor. Special provision should be built in for involving families who do not speak English. Organizations and agencies, community organizers, and parent coordinators as well as newspaper publicity and posters can arouse interest in attending the informational meeting.

PLANNING PARENT-IMPLEMENTED FOLLOW THROUGH PROGRAMS


STATE ECONOMIC OPPORTUNITY AGENCY
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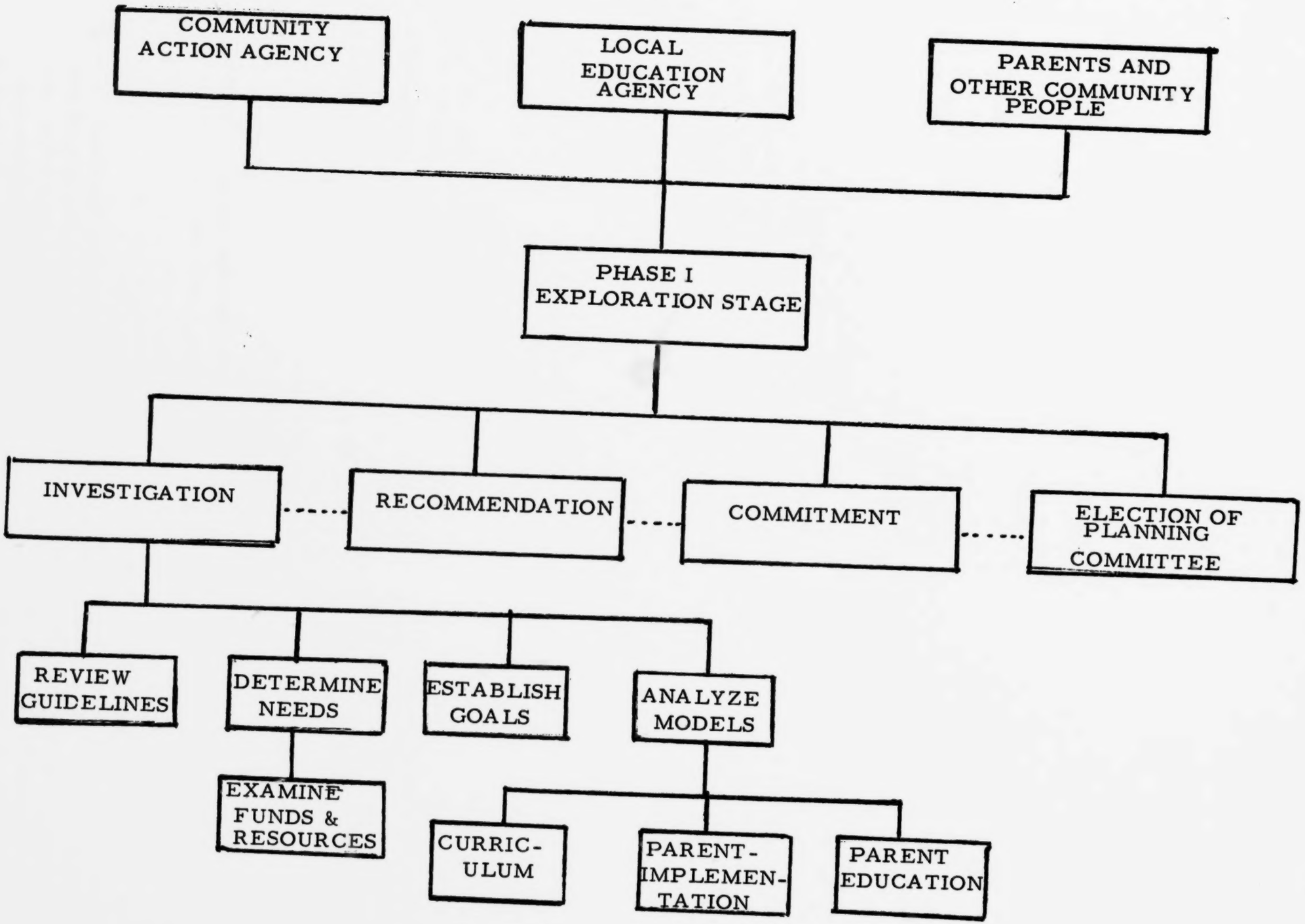
PHASE II POLICY DEVELOPMENT STAGE
PHASE III PROPOSAL DEVELOPMENT STAGE


COMMUNITY ACTION AGENCY
LOCAL EDUCATION AGENCY
PARENTS AND OTHER COMMUNITY PEOPLE
PHASE I EXPLORATION STAGE
INVESTIGATION
RECOMMENDATION
COMMITMENT
ELECTION OF PLANNING COMMITTEE
REVIEW GUIDELINES
DETERMINE NEEDS
ESTABLISH GOALS
ANALYZE MODELS
EXAMINE FUNDS & RESOURCES
CURRIC-ULUM
PARENT-IMPLEMEN-TATION
PARENT EDUCATION

c. Parent-implementation, as one Follow Through approach, is outlined.

d. If there is an expression of interest, active and interested community representatives should be identified and a committee formed to study the issues and report findings. Knowledgeable professionals, who possess or who have the potential for securing the confidence of the community, as well as potential Follow Through parents, should be included on this committee.

e. Upon completing its study, the committee reports on progress to date and makes recommendations at another open community meeting. More than one such meeting may be necessary.

f. The local educational agency and community agree to a process of parental planning. Legal rights and restrictions are clarified, and the legal limits of participation by the community are made clear.

g. A parent-school-community planning committee is elected with parents of children eligible for the potential Follow Through program in the majority.

h. The committee prepares a proposal for a planning grant for submission to the U.S. Office of Education after approval by the local education agency and check-off by the community action agency.[7]

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7. It is desirable to have a Follow Through planning grant operative during the second phase of the planning, if at all possible, so that the services of consultants and liaison workers can be procured, and in order that visits can be made to related Follow Through programs in other communities.

Second phase

2. Policy Development Stage

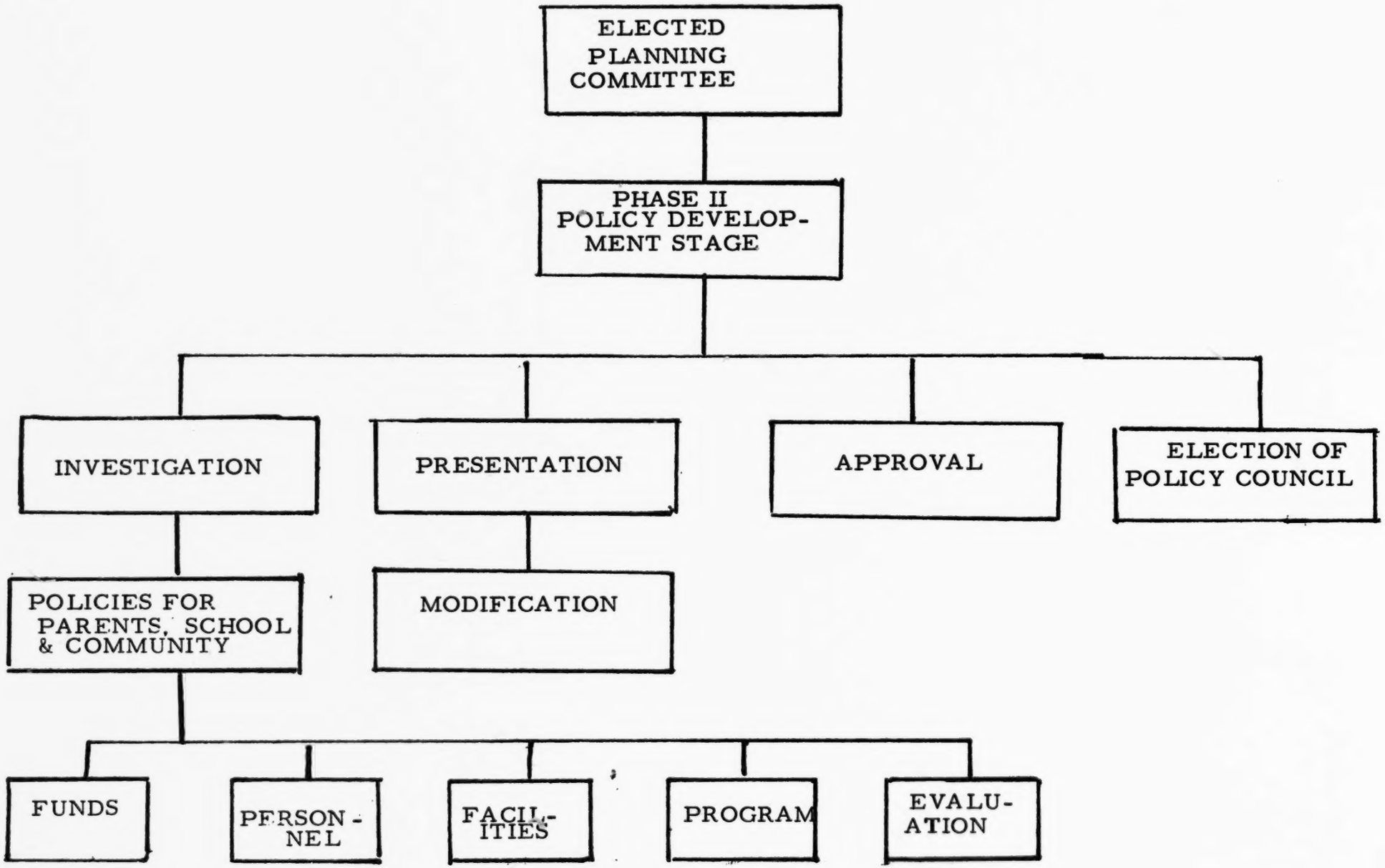
a. The elected planning committee meets regularly, but with additional meetings scheduled as often as necessary to inform itself and arrive at knowledgeable recommendations, compatible with federal guidelines and consistent with state and local laws.

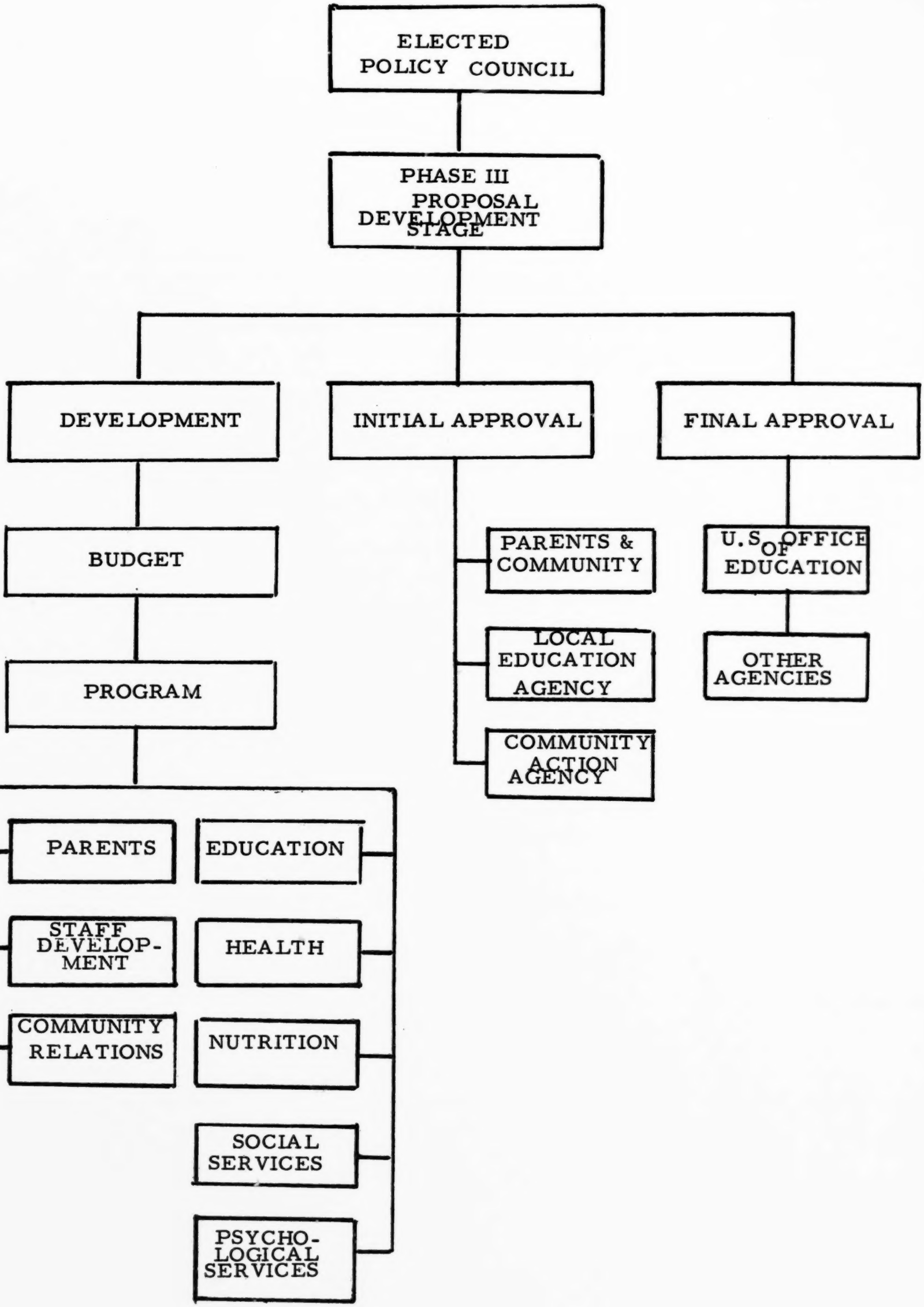
b. Clarification of parent-school-community roles, responsibilities, and relationships is needed with regard to funds, personnel, facilities, program, evaluation, and related areas. The team relationships essential for the implementation stage should be worked out during this planning phase so that the concept of parent-school-community partnership can bring plans to fruition. Sub-committees can facilitate the study of specific concerns.

c. The elected planning committee presents its recommendations at a general meeting. Necessary modifications are made. If major changes are needed, further study will be required.

d. Basic strategies are approved by the community and local educational agency.

e. A Policy Council is elected with potential Follow Through parents in the majority, in accordance with the basic structure of the guidelines previously described.


ELECTED PLANNING COMMITTEE
PHASE II POLICY DEVELOPMENT STAGE
INVESTIGATION
PRESENTATION
APPROVAL
ELECTION OF POLICY COUNCIL
POLICIES FOR PARENTS, SCHOOL & COMMUNITY
MODIFICATION
FUNDS
PERSONNEL
FACILITIES
PROGRAM
EVALUATION


ELECTED POLICY COUNCIL
PHASE III PROPOSAL DEVELOPMENT STAGE
DEVELOPMENT
INITIAL APPROVAL
FINAL APPROVAL
BUDGET
PROGRAM
PARENTS
EDUCATION
STAFF DEVELOP-MENT
HEALTH
COMMUNITY RELATIONS
NUTRITION
SOCIAL SERVICES
PSYCHO-LOGICAL SERVICES
PARENTS & COMMUNITY
LOCAL EDUCATION AGENCY
COMMUNITY ACTION AGENCY
U.S. OFFICE OF EDUCATION
OTHER AGENCIES

Third phase

3. Proposal Development Stage

a. Exercising those responsibilities outlined in the suggested guidelines, the Policy Council and any sub-committees deemed necessary draw up a proposal. The proposal will detail all components of a Follow Through program including educational, medical, dental, nutritional, psychological, and social services, the rights and responsibilities of parents, as well as a budget to finance the program, staff to carry it out, and procedures to evaluate it.

b. The proposal is submitted to the community, local education agency, and community action agency for approval prior to submission to the U.S. Office of Education.

c. Copies of the locally approved proposal are submitted to the U.S. Office of Education, and other agencies as required, for review and approval.

d. Implementation begins with notification that the proposal has been approved by the U.S. Office of Education.

PARENTS AS AGENTS OF EDUCATIONAL CHANGE

Leadership

Follow Through is based on the premise that leadership exists at every level of society. The parent-implementation or shared decision-making model affirms that leadership talent can come out of a group of parents, that it must be released, developed, and brought to full blossom, and that such energy can effect quality education for children.

Responsibility

In a parent implemented model, responsibility and accountability are crucial dimensions. Attitudes, understandings and skills are needed so that decisions for action will be made with sensitivity, appropriate goals and priorities will be established before action is initiated, and problem-solving, human relations and dialogue with the social and political power structure will be at a level which will make the plan workable.

Attitudes, understandings, and skills

Preparation

Basic to implementation of any set of guidelines is the preparation of the people who are to develop and utilize the guidelines. Mary Gay Harm, a member of the Work-Study Committee, who has worked extensively in the area of training parents for leadership roles, has sketched one profile of parents as effective change agents, persons who can bring about shifts in the nature of our educational system. See Appendix V for more detail.

Characteristics

They are described as parents who:

1. Possess or are willing to develop problem-solving skills.
2. Find and utilize ways to participate in the political processes of local, state, and federal governments.
3. Possess or are willing to develop persistence, patience, and tolerance for frustration as important tools for achieving change.
4. Probably have experienced early successes in their efforts toward change.
5. Are increasingly prepared for the roles they must carry.
6. Recognize the value of coalitions of parent groups, which may come from different parts of the school system.

7. See the need and find ways to locate themselves on policy and advisory committees and boards of education, to touch base with the political and social leadership of the schools and community.

STAFF TRAINING AND DEVELOPMENT

Support essential

Establishing criteria for staff selection and hiring committed, well qualified personnel who fit the job description are only partial answers to the problem of staffing for parent-implemented Follow Through programs. Administrators and teachers are human beings too. They need help in order to perform competently and sensitively while maintaining their own equilibrium in a school setting that departs so radically from the norm. As observed by one parent from the Work-Study Committee developing this paper, "We respect our teachers. We don't want to scare them to death. They will only become defensive or leave. We just want to help them find the best route for doing a better job of teaching our children."

Suggestions from parents

Parents on the Work-Study Committee suggested that:

1. Devotion to teaching children, <u>all</u> children, should be one of the criteria for staff selection.

2. Teachers should be encouraged, "to interlock common sense and devotion with a degree."

3. Superintendents and principals should open their doors and make themselves available to parents and children.

4. Prior orientation is needed for new teachers with parents and other community people so that they can understand the children and their needs.

5. All school staff should be oriented to the various cultures operative within a community so they can educate children in their own culture as well as the larger culture and make the transition between them.

6. Workshops are needed for school administrators as a means of developing sensitivity and to eradicate fears.

7. Teachers should play a viable role in the community as well as teaching there, involving themselves in at least one area that has no direct connection to their teaching role.

8. Teachers should be helped to seek out books and other materials which have a meaningful connection with the lives of the children involved and reflect their cultures.

9. Special courses are needed for teachers to help them understand the Spanish community.

10. Exchange teachers would be helpful where the Spanish-speaking population is large.

11. School people should be helped to develop a new vision of the role of the school in the community. One parent noted, "Parents and community have taken on responsibility for after-school activities, such as cooking and craft projects, which we would rather see happening within and through our schools."

12. The greatest challenge of all is to find ways that will enable teachers and administrators to <u>listen</u> to parents, and vice versa, and to give parents acceptance and respect as human beings regardless of diction or dress.

Staff development components

One set of ideas regarding possible development and training opportunities for staff in Follow Through centers was proposed by Josephine McDougall, Elementary Consultant to the Mott Foundation Community School Projects (Appendix VI). Suggested as priority needs are:

1. Effective preservice experiences
2. Appropriate placement
3. Professional assistance
4. On-going inservice education, differing in quantity, quality and content from traditional staff development programs.

JOINT LEARNING OPPORTUNITIES

Team relationships

Role expectations are different in a parent-implemented program. Team relationships at all levels must be developed if the program is to function. Rules and regulations alone rarely work to change behavior at deeper levels. Possibly the most important single factor in helping parents, children and staff will be provision for the total school community to learn and grow together. As suggested by Ken Haskins,[8] Principal of the Morgan Community School in Washington, D.C., "This means that all members of the school community-- teachers, community workers, custodians, children, and parents -- are both teachers and learners."

Learners all

Learning together

Training which includes every person in the program is a way of building an educational structure which builds people. Workshops should be established around roles, attitudes, understandings, and skills needed to develop senstivity, assume responsibility and provide accountability.

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8. John Cawthorne and Kenneth Haskins, "The Morgan Community School Follow Through Program", September 1968 (mimeographed).

Other personnel

Including some non-Follow Through personnel is recommended as a strategy for securing support and for moving parents into the decision-making process beyond Follow Through. In all likelihood, this is the only way that mutual trust, common commitment, and a truly effective program can ever be achieved.

SPECIAL CONSIDERATIONS

Time and space to work

Time and space are special factors which must be given consideration if the plan is to function adequately. Both have been regularly allotted to professionals who heretofore assumed these responsibilities. Parents and community members who, for the most part, are otherwise occupied for the greater portion of time, may need staff or assistance, as well as office space and other resources to coordinate the various programs and activities.

Transportation and baby-sitters

Transportation and supervision for children in the home are often crucial determinants of parental participation. Monetary compensation for parents who give extensively of their time and talents may be an additional consideration. However, the line between employment as staff and reimbursement for expenses as a volunteer worker should be clearly delineated.

Time to reach agreement

The issue of time has another dimension. Unilateral decisions can be made quickly, but those reached jointly are often lengthy and prolonged. Those electing a parent-implemented approach to education must be prepared to accept the fact that the majority decision may not be to their liking and that the process for reaching it may involve extensive exploration and discussion. Parents are not a "collective body" and will disagree among themselves. Like educators, they will not speak with a single voice.

Time for training

The time factor again assumes significant proportions in terms of the training program. This is true for both school personnel and the lay community. For staff, the problem is magnified if they are not local residents. If, as the Work-Study Committee believes, on-going training is essential to the success of the program, appropriate time must be built into the schedule for staff, and parents must be assisted to attend regularly.

STRATEGIES FOR SECURING COMMUNITY PARTICIPATION AND SUPPORT

Community support

Parent-implemented programs cannot operate in isolation. They need the sanction and support of the community and, in turn, will provide the community with a mechanism for action as well as relevance in education.

Strategies

Change requires that the catalyst be injected into the community as a whole. As a beginning, it is suggested that:

Head Start

1. The role of Head Start can be strengthened in the community. Supporting an active role for Head Start in the school system would pave the way for a parent-implemented Follow Through program.

Existing school organizations

2. Existing school groups can be organized to operate in different ways.

3. Parent-teacher organizations and Head Start parent groups can work together, reinforcing one another's efforts, possibly opening up some new directions for the P.T.A. in terms of Head Start-Follow Through.

Other programs

4. All available resources and instruments should be utilized, such as the education committees of the Model Cities Program, Title I Policy Advisory Committees, the 4-C Program, etc.

Local organizations	5.	Local organizations can be used as "bridging structures,"[9] taking on specific functions in relation to Follow Through. It would be helpful to develop objective criteria regarding the roles such organizations can be expected to play.
Students	6.	Student groups are a powerful yet virtually untapped resource. They offer an added dimension for advisory groups and direct help through participation in the program as volunteers and internes.
Individuals	7.	Individual citizens can play viable roles as assistants and volunteers within the school and as "foster teachers," social work aides, and community organizers outside the school. It is important to note that individuals and organizations participate only when the issues are meaningful to them.
Liaison workers	8.	A core of community liaison workers can be developed to reach all segments of the community.
Communication network	9.	An information and communication network is essential. A committee of parents, school, and community people can be organized to serve this function. Users of the program, parents and children, are often the best promoters of the program.
Language barriers	10.	One of the vehicles for improved communication across language lines is to be certain that community participation crosses all language barriers.

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9. Preston R. Wilcox, Op. Cit.

Multi-ethnic involvement

11. All ethnic groups in the community need to participate. The Puerto Rican parent on the work-study committee made a strong plea for involvement of Puerto Rican and other Spanish-speaking people: "My people have been left out of nearly every program. I feel in some cases a small effort was made through the press or with flyers. However, communication is very important, and at this point it must be done on a personal basis, preferably by a Puerto Rican. I further suggest the need for continuity of personal contact. Extra efforts must be made to get the involvement of the Spanish community if the program is to reach the total community that needs to be served."

Personal contacts

School personnel

12. School administrators and teachers need to discuss the issues raised in this paper as an on-going process. Reasonable protection of teachers and tenure rights and academic freedom must be considered in relation to hiring and firing powers of the decision-making body.

Political structure

13. The political system should be examined for the pressures it can bring to bear and that can be brought to bear upon its parts. Legislators and the State Board of Education need to be kept informed so that support will be forthcoming when federal and state appropriations and other legislative action are needed.

Legislation

14. Statutes and State Board regulations should be studied and ways sought to amend them, as necessary and desirable, so that parent and community groups will be legally authorized to participate in educational decision-making.

SUMMARY AND IMPLICATIONS

This paper is an attempt to pull together the thinking of a small group of parents and professionals from a variety of disciplines. It deals in a limited way with one aspect of parent-implemented Follow Through programs, namely the decision-making functions of parents and the role of professionals in a school program committed to parent-school-community involvement.

The struggle for control of the schools is on the increase. Many people consider the movement irreversible. It is a reflection of changing times and the inability of schools in urban areas to respond as rapidly as the community expects. The major lesson to be learned from current school-community confrontations is the need for careful delineation of the broad outlines of authority and responsibility of all parties concerned before the process is initiated. Confusion and hostility on both sides result when issues of this nature are left for resolution until after the fact. This paper suggests a framework for decision-making and ways to go about organizing for action.

The effort has relevance for the needs of our times. Change is inevitable. There is no historical analogy to what is now experienced. The desperation of this period and the need to cope with the situation as it presently exists are urgent.

Parent-implemented Follow Through programs offer an opportunity for local education agencies to try active community involvement of shared decision-making on a small pilot and demonstration basis. Planning grants provide the time and funds necessary for spelling out shared and unique powers and functions on a local level and for working through needed solutions to critical problems, such as the assurance of reasonable security for teachers and possible changes in the legal structure to legitimize parent-community involvement in Follow Through operations.

There are numerous societal forces at work today that make feasible broader implementation of this approach, and the process, as outlined, appears to have applicability at every age and grade level.

As a collective educational partnership that unites the efforts of parents, community and school personnel, parent-implemented Follow Through programs may serve as a promising prototype for change, a phase in the evolutionary process of making the schools truly responsive to the people whom they serve.

One of the parents on the Work-Study Committee summed up the situation this way:

> "Educators can give parents hope and satisfaction through a meaningful role and dignified participation in the process of education. At the same time parents can promote constructive educational change and relevant, quality education when they have an active part in determining what that education will be and have the responsibility, the means and the will to see that the process is carried out."

APPENDIX I

Committee Members, Special Consultants, and Reader-Reactors Follow Through Work-Study Conference

COMMITTEE MEMBERS

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Mr. Westry Horne, Director
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Mr. Herbert McNeil
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Mrs. Marie Parham
Parent Representative
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Mr. Tim Parsons
Former Liaison
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Mrs. Edna Thomas
Parent and Community Worker
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Newark, New Jersey

Mrs. Marie Titus
Parent Representative
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Mr. Donald L. Washington
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Mr. Fred Vereen, Jr.
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Trenton, New Jersey

Dr. Carl L. Marburger
Commissioner of Education
New Jersey State Department
of Education

Miss Jean Walsh
Former Project Officer
Follow Through
U.S. Office of Education

APPENDIX II

NEW JERSEY STATUTES[10] AND COMMENTS ON CASE LAW RELEVANT TO PARENT-IMPLEMENTED PROGRAMS

The schools of each school district in New Jersey shall be conducted, by and under the supervision of a board of education*** N.J.S.A. 18A:10-1

The board shall***

(c) Make, amend and repeal rules***for the government and management of the public schools***and

(d) Perform all acts and do all things***necessary for the lawful and proper conduct, equipment and maintenance of the public schools of the district. N.J.S.A. 18A:11-1

No board of education shall enter into a contract until the same has been presented and passed upon at a regularly called meeting of the board***. N.J.S.A. 18A:18-1

The custodian (of school moneys) shall receive and hold in trust all school moneys belonging to the district from whatever source derived free of any control by the governing body***. N.J.S.A. 18A:17-34

The money or funds of the board in the custody of its custodian of school moneys shall be expended by such custodian by, and only by, warrants, each made payable to the order of the person entitled to receive the amount thereof, and specifying the object for which it is issued, signed by the president and secretary of the board, by such custodian of school moneys*** after audit of the account or demand to be paid and after approval by the board***. 18A:19-1

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10. New Jersey Statutes Annotated, Title 18A

No claim or demand against a school district shall be paid by the custodian unless it is authorized by law and the rules of the board of the district, is fully itemized and verified, has been duly audited as required by law, has been presented to, and approved by, the board at a meeting*** 18A:19-2

The title to the property, real and personal, of each school district, and the title to all property, real and personal, which shall be acquired for school purposes in the district, is vested and shall vest in the board of education of the district***and the board shall have supervision, control and management of all such property. 18A:20-1

No teaching staff member shall be appointed, (or transferred) except by a recorded roll call majority vote of the full membership of the board of education appointing him. 18A:27-1, 18A:25-1

Finally it is well established in case law that boards of education have only such power as the legislature, by express statute, confers upon them, and those necessarily implied to enable them to carry out the express powers granted. Those powers can neither be increased or diminished except by the legislature. It is also settled that ministerial powers may be delegated but legislative powers may not.

> "Legislative powers cannot be delegated, although mere ministerial powers may. A purely ministerial act is one to which nothing is left to discretion, while legislative acts involve the exercise of discretion and judgment." LaPolla v. Union County Freeholders 71 N.J. Superior (Law Division 1961).[11]

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11. Eric Groezinger, Assistant Commissioner of Education, New Jersey State Department of Education, Memorandum, December 30, 1968.

APPENDIX III

ROLE OF THE POLICY ADVISORY COMMITTEE IN FOLLOW THROUGH PROGRAMS[12]

Follow Through guidelines require that every Follow Through program shall have a Policy Advisory Committee (PAC). In outlining minimum responsibilities for the PAC in the management of all such programs, the guidelines state that the PAC will:

1. Represent the interests and concerns of the parents, professional organizations, and public agencies.

2. Actively participate in the development of and give approval to the Follow Through application before it is submitted.

3. Establish criteria for the selection of Follow Through staff personnel (paid and volunteer) and participate in their recruitment and selection.

4. Continually assess the effectiveness of the Follow Through project and make recommendations to the project coordinator regarding program improvements.

5. Establish a procedure by which grievances and complaints of parents and others can receive prompt and sympathetic consideration, and participate in working toward their resolution.

6. Assist in organizing parent activities.

7. Communicate with parents, community agencies and organizations, and others to encourage their active participation in the Follow Through project.

8. Assist in mobilizing community resources.

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12. Follow Through Program Guidelines, U.S. Office of Education, Draft, February 24, 1969 (mimeographed).

APPENDIX IV

THREE MODELS FOR A POLICY COUNCIL[13]

1. First Variation

   a. 2 parents elected from each Follow Through classroom
   b. Principal
   c. Social worker
   d. Nurse
   e. Businessman
   f. President of parent-teacher organization

   Election of officers would follow.

2. Second Variation

   a. 2 parents elected from each Follow Through classroom
   b. 4 "at large" parents (minimum) from non-Follow Through grades

   Parents would determine the specific composition of the Policy Council and decide upon representatives from education and other sectors of the community.

3. Third Variation

   a. All Follow Through parents would be considered members and provided with annual membership cards.
   b. Parents would meet to decide what kind of professional and technical assistance and community know-how are needed.
   c. List of school and community "resource" persons would be provided.
   d. The specific composition of the Policy Council would evolve from group, based on needs and available resources.

   This variation calls for a large membership, who, in turn, would elect officers to carry on their business. A minimum of three well-attended and effective group meetings would be required to reach this point.

Editor's note: of the four parent-implemented Follow Through programs in public schools during fiscal year 1969, only one has developed by-laws to govern its procedures.

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13. Prepared by Edna Thomas, parent, community worker, and president of the Newark Day Care Council, a community action agency (June 1969).

APPENDIX V

PARENTS AS AGENTS OF EDUCATIONAL CHANGE: A PROFILE[14]

A profile of parents as effective change agents, persons who can bring about shifts in the nature of our educational system, suggests that:

1. They are parents who possess or are willing to develop skills in the following problem-solving process:

   a. Identifying the problem(s)

      ...What are the problems?
      ...Which one(s) shall we work on?
      ...Is this a real problem? Will it make a difference if we resolve it?

   b. Gathering information about the problem

   c. Analyzing the information

   d. Planning for action

      ...What shall we do? How? When?
      ...Assignment of roles and responsibilities
      ...Building support -- within and without
      ...Coordination of plans

   e. Taking action

      ...Many actions: simultaneous and single
      ...Many goals reached before final one
      ...Coordination important

   f. Evaluating

      ...Continuing process
      ...May project need for new goals and plans
      ...Should involve all participants

   g. Forcasting next steps; formulating new plans

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14. Prepared by Mary Gay Harm, former Project Director, Head Start, Child Study Association of America (September 1968)

2. They are parents who find ways to participate in the political processes of local, state and federal governments.

   ...Social systems are inter-dependent and inter-locking.

   ...The role of the citizen in a democracy is crucial.

   ...Parent-implemented Follow Through programs require a high degree of knowledge regarding the political power structure and how to work with and within it.

3. They are parents who possess or are willing to develop persistence, patience, and tolerance for frustration as important tools for achieving change.

4. They are usually parents who have experienced early successes in their efforts toward change.

   ...The need for success may indicate the setting of simple but meaningful goals at the outset, particularly for new groups feeling their way.

   ...Encouragement and support are essential.

5. They are parents who are increasingly prepared for the roles they must carry.

   ...Leadership training should be a component of every parent-implemented program so that many leaders can develop.

   ...Peer group support is particularly important.

   ...Parents must be encouraged to carry many different kinds of roles.

   ...Leadership should be shared so that others can grow.

6. They are parents who recognize the value of coalitions of parent groups, which may come from different parts of school systems.

7. They are parents who see the need and find ways to locate themselves on policy and advisory committees and boards of education, to touch base with the political and social leadership of the schools and community.

APPENDIX VI

AN APPROACH TO STAFF DEVELOPMENT AND TRAINING OPPORTUNITIES[15]

Needed are: (1) Effectual preservice experiences (2) appropriate placement (3) professional assistance and (4) on-going inservice education, differing in quantity, quality, and content from traditional staff development programs. The following ideas regarding development and training opportunities for staff in Follow Through Centers have been suggested:

1. Preservice

   Creative programs in various colleges
   Fifth year with emphasis on working with inner city
   Special courses in community education and inner city challenges
   Opportunities for contact with inner city
   Laboratory school in inner city
   Specific preparation for schools in which teaching is to be done

2. Professional Assistance

   Administrative leadership
   Helping teachers -- Instructional specialists
   Team teaching
   Auxiliary personnel
      Teacher aides
      Family workers
      Food handlers
      Community internes, etc.
   Curriculum specialists
   Social psychologists
   Counselors and social workers

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15. Prepared by Josephine McDougall, Elementary Consultant to the Mott Foundation Community School Projects, Flint, Michigan (September 1968).

3. Inservice Education

a. Participation

Participation of those for whom the program is intended. (If a program of inservice education is properly designed, the strong become stronger and the whole level of the teaching force moves up.)

Provide a climate that promotes growth
Decide goals (development of positive attitudes, knowledge and skills) in conjunction with parents
Assist in planning
Have alternates of choice
Involve all staff members and parents in active participation (not just lectures but a laboratory for experiences)
Provide motivations such as positive reinforcement, college credit, salary, advancement, feelings of self-satisfaction

b. Types

Staff meetings (include parents)
Formal classes
Work shops
Institutes
Curriculum work
Development of plans for reorganization and professional organization meetings
Discussions
Seminars - Extended school year in both spring and fall
"In-service Days" during school year
Institutes
Visits to homes
Visits to community agencies
Development of publications
Conferences
Workshops
Lectures
Demonstrations
Field trips
Visits and meetings with staffs and other schools
Use of audio visual aids, books, magazines and libraries
Investigations and surveys
Role playing
Summer opportunities

c. Topics
(Depend on interests and needs of staff members or role competency)

Team teaching and auxiliary personnel
Human relations - sensitivity training
Civil rights - Economics - Job opportunities - Housing
Black history and culture
History and culture of non-English speaking groups enrolled
Disadvantaged

(1) What is it?
(2) What causes it?
(3) How can we alleviate it?
(4) How important is a good teacher?

New approaches to teaching the basic skills
Various cultures
Observation and record-keeping

d. Quality of In-service Experiences

Something for everyone -- parents and staff
Geared to help teacher progress
Broad to include community and government
Best resources provided
Use of various disciplines as sociologists, anthropologists, lawyers, economists, specialists in housing and employment

e. Relationship of In-service Education to Organized Programs of Curriculum Improvement

An effective program will provide a balance between curriculum development and continuing all-round development of persons who happen to be teachers so that they may become more interesting, understanding, and knowledgeable adults for children and parents to associate with.